

COOPERATIVE FOREST PROGRAMS

SEPTEMBER 9, 1971.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. POAGE, from the Committee on Agriculture, submitted the following

REPORT

[To accompany H.R. 8817]

The Committee on Agriculture, to whom was referred the bill (H.R. 8817) to further cooperative forestry programs administered by the Secretary of Agriculture and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Page 2, line 17, strike out lines 17 through 22 and insert in lieu thereof the following:

SEC. 3. (a) The second sentence of section 3 of the Clarke-McNary Act of June 7, 1924 (43 Stat. 653, 16 U.S.C. 566), as amended, is amended to read as follows: There is authorized to be appropriated annually not more than \$40,000,000 to enable the Secretary of Agriculture to carry out the provisions of sections 1, 2, and 3 of this Act.

(b) Section 1 of the Act of October 26, 1949 (63 Stat. 909, 16 U.S.C. 566a) is hereby repealed.

BACKGROUND

At no time in the history of our country has the pressure been so great as it is at present on the Nation's forest resources, and forest resource managers. These pressures stem from many sources, including the timber industries, home builders and buyers, recreationists, conservationists, preservationists, environmentalists, and others. Their concerns are understandable, but the diversity of their interests does not make for constructive cooperation.

The pressures, for the most part, are directed at managers of the public commercial forests, which make up about 30 percent of the Nation's total and currently produce about one-half of our timber supplies. Harvesting draws heavily on the old growth of the western national forests for lumber and plywood used in building construction. The managers of these national forests are constantly under critical pressure from both timber consumers and environmentalists, but for different reasons.

Public and private forests together must bear the impact of changing and increasing demands for the wood, water, recreation, clean air, and other benefits, both material and environmental.

There are some 510 million acres of commercial forest land in the United States, about 130 million acres of which is publicly owned. About 65 million acres is owned by forest industries and the remainder, over 300 million acres, is in private, nonindustrial ownership. These latter lands, representing about 60 percent of the total, can and should produce about 50 percent of the Nation's timber needs in the future. This fact has been recognized by various studies made during the past 15 years.

At present these private forests, which are the most accessible and are potentially the most productive, are in the poorest condition. Only 29 percent of the private, nonindustrial forest land is considered to be properly managed. Twenty-six percent is in urgent need of planting and 45 percent needs timber stand improvement work. Many owners do not have the financial resources or technical capabilities for bringing about needed improvements.

The Federal Government, under the cooperative forest management program, provides a share of the cost and limited technical support, though the cooperative State-Federal program aid to private forest owners comes primarily from the States. In 1970, 115,000 owners were assisted on 6.9 million acres by State action programs. This represents only about 2 percent of the total eligible acreage. The Federal Government provided 31 percent of the program funds while the other 69 percent came from the States.

Forest fires, of course, are one big factor that deprives the public of the use of forests in obtaining needed wood products, recreation and favorable wildlife habitat. Last year was one of the worst years for these fires, and this year may be even worse than last year. So far Oklahoma, Missouri, Alabama, Georgia, the Carolinas, Virginia, New Jersey, Florida, and Montana have all been hard hit. So have the States on the west coast.

Medical experts say that conditions caused by these fires have brought about a large increase in the number of asthma and chronic lung disorders this year. Wildlife experts advise that this year's fires will have a devastating effect on game populations.

The Federal Government has cooperative agreements with all 50 States for fighting forest fires. The cost of firefighting activities on State and private forest lands has been borne for the most part by the States, with the Federal Government providing little more than token assistance. Although authorized to pay up to 50 percent of the costs the Federal Government in fiscal year 1970 actually paid only 14.5 percent.

There is an urgent need to provide better care for trees in urban areas. Anyone who enters a city can observe at firsthand the deterioration of the urban environment. Trees are removed to make room for

new highways, or the widening of streets. Shopping centers, high rise office and apartment buildings, with their needed parking space, housing developments, airports, and similar developments all take their toll of the existing green environment, trees, shrubs, and other plants. Our cities are becoming barren wastelands of concrete, brick, and asphalt.

Trees have an important bearing on the quality of life in an urban environment. In strips along highways they dampen traffic and other noises. Trees filter out particles that pollute the air. They slow down wind and provide shade from the sun. A moderate size tree cools the summer air of a city as much as would 20 average room air conditioners operating 20 hours per day. In short, they make for a healthier environment and soften the climate of the city. Trees add a special dimension to the cityscape and give it a much more pleasing appearance.

It should be the aim of each city to have green wooded areas, carefully planned, strategically placed and properly maintained; to prevent erosion and to provide for the recreation and esthetic needs of its people.

NEED FOR THE LEGISLATION

If the citizens of the United States are to have the timber that will be needed in the years ahead, it will be necessary for the Federal Government to give more cooperation to the States to see that the forests (both public and private) are protected from fires, that young trees are planted, and that forests are tended and nurtured.

According to the recently (1967) updated National Inventory of Soil and Water Conservation needs, tree planting or seeding is needed on 103 million acres of non-Federal rural land. Timber stand improvement such as thinning and cull-tree removal is needed on 178 million acres. Nine million acres of tree planting and over 5 million acres of timber stand improvement are needed in Florida alone. This same situation is found all over the United States and the bulk of these needs are on nonindustry private lands.

The needs, challenges, and opportunities for moving ahead are many. For example, in the Southeast, 6 million acres of pine plantation established in the last 20 years need thinning and partial harvest cuts. Technical assistance is needed to carry out this work.

Technical expertise is needed to encourage the application of research developed knowledge on the management of hardwood forests.

Technical assistance is needed to carry out tree planting for reclaiming unused land.

Assistance is needed to initiate programs for improving the efficiency and economy of logging consistent with restraints and modifications needed in harvesting timber so that the other forest values will be protected.

Workshops, training, and other educational and specialized technical assistance is needed in forest products utilization, processing and marketing.

The wood-using industries of the Nation are urgently in need of advice on adapting their equipment and modifying their practices to meet requirements of State air and water pollution laws.

During the past 20 years the cooperative forest management program has changed from an almost single objective (timber) program to one which includes growing concerns for recreation, environment,

wildlife, and other values. State employed service foresters are playing a key role in advising private forest owners on multiple-use management.

Although the cooperative forest management program has proven its effectiveness in providing multipurpose forest management assistance, its growth has not kept pace with mounting and changing needs. Growth is dependent on Federal and State appropriations.

In fiscal year 1970 the Federal appropriation for this program was \$4,130,000 and the States provided \$7,971,000.

In fiscal year 1971 the Federal appropriation was \$4,950,000.

No urban forestry work is authorized.

An increase to \$15 million is needed for cooperative forest management activities and an additional \$5 million is needed for urban environmental forestry work. Thus a total increase in authorization to \$20 million is needed.

In order to extend technical assistance to additional activity areas not now reached but where the need is also great, the authority of the Secretary of Agriculture needs to be broadened to include extending such assistance to urban areas and to other than primary processors of forest products.

Loss of forest and related resources to wildfire must be kept to a minimum if these resources are to provide benefits sufficient to meet the Nation's needs. In order to meet rising costs and keep such losses at a tolerable level, additional Federal funds are needed. The present authorization for cooperative forest fire control appropriations is \$20 million. An increase to \$40 million is needed.

WHAT THE BILL WOULD DO

The objective of H.R. 8817 is to further and supplement existing cooperative forestry programs administered by the Secretary of Agriculture. If enacted, it would do this in three principal ways:

(1) Section 1 of the bill would broaden the present scope of the Cooperative Forest Management Act to authorize the Secretary of Agriculture to assist the States in the protection, improvement, and establishment of trees and shrubs in urban area communities and open spaces. The authority now available to the Secretary of Agriculture is limited to protection of trees and forests in a nonurban, forested environment. Section 1 of the bill would also permit the Secretary of Agriculture to extend assistance to others in addition to primary forest processors. The present authority limits the program to primary processors.

(2) Section 2 of the bill would increase from \$5 million to \$20 million the authorization for assistance to the States in carrying out the program of forestry assistance to landowners authorized by the Cooperative Forest Management Act. Ten million dollars of this increase would be for assistance to forest land owners. Five million dollars of the increase would fund the urban and community forestry program which would be included as a part of the cooperative forest management program by section 1 of the bill.

(3) Section 3 of the bill would in effect increase from \$20 million to \$40 million the authorization for appropriations to carry out the cooperative forest fire protection program under sections 1, 2 and 3 of the Clarke-McNary Act.

COMMITTEE CONSIDERATION

The Forests Subcommittee held public hearings on H.R. 6082, 6083, 6084, 6085, 6086, and 6087 and similar bills on May 17, 18, and 19, 1971. H.R. 8814, a clean bill which combines these bills, was approved by the subcommittee on June 24, 1971, and ordered reported to the House by the full Committee by a voice vote in the presence of a quorum on August 4, 1971.

In its consideration of this legislation the Committee was concerned with the possibility that the several States might not continue to provide a reasonable share of the expenses of these important programs. Therefore, the Committee intends to periodically study and review the contributions made by the States and urges the Committee on Appropriations to do likewise in an effort to maintain and if possible increase the States' financial participation in these programs.

The Committee amendment is technical in nature and is designed to remove any ambiguity in the authorization level for the Clarke-McNary program. Thus, the language of section 3 of the bill, as amended, restates the second sentence of the original section 3 of the Clarke-McNary Act, as amended, and eliminates obsolete appropriations authorizations.

DEPARTMENTAL VIEWS

The Department of Agriculture is in agreement with the objectives of this bill. It has submitted a report to that effect concerning each of the three sections. However, the Department prefers that the provisions of this bill be considered for inclusion in the "Special Revenue Sharing for Rural Development" program proposed by the President.

CURRENT AND FIVE SUBSEQUENT FISCAL YEAR COST ESTIMATE

Pursuant to clause 7 of rule XIII of the Rules of the House of Representatives, the committee estimate of the cost to be incurred by the Federal Government during the current and the five subsequent fiscal years as a result of the enactment of this legislation is incorporated in the following communication from the Department of Agriculture:

UNITED STATES DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., June 29, 1971.

MR. LACEY C. SHARP,
*General Counsel,
U.S. House of Representatives, Committee on Agriculture,
Longworth House Office Building, Washington, D.C.*

DEAR MR. SHARP: In compliance with your telephone request of June 28, we have the following information:

None of the present Federal funding or the funding that H.R. 8817 would provide for the cooperative forestry activities flows directly or even indirectly to any individual or corporation. Indirect benefits do, of course, accrue since the basic level of forest fire protection provided by the States and counties benefits all landowners—large and small. It is common practice for the larger industry ownerships to provide supplementary manpower and equipment from their own funds to

increase the level of protection against forest fires. Of course, also their total manpower and equipment force is available in a fire emergency.

In the case of the present forest management programs all of the Federal cooperative funding is used for the employment and support of State and county employees. These people provide technical forestry assistance primarily to small landowners.

You also asked for a 5-year breakdown of anticipated costs. If the programs were continued and funded as contemplated by H.R. 8817 these would be as follows:

[Millions of dollars]					
	1st year	2d year	3d year	4th year	5th year
C-M 2.....	3	5	10	15	20
CFM management.....	1	2	4	7	10
CFM urban and community.....	1	2	3	4	5
Total.....	5	9	17	26	35

E. M. BACON,
Deputy Chief.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, and existing law in which no change is proposed is shown in roman):

COOPERATIVE FOREST MANAGEMENT ACT

16 U.S.C. 568c. Cooperation by Secretary of Agriculture with States and Territories to provide technical services to private forest landowners; plans; utilization of private agencies.

【The Secretary of Agriculture is authorized to cooperate with State foresters or equivalent officials of the several States, Territories, and possessions for the purpose of encouraging the States, Territories, and possessions to provide technical services to private forest landowners and operators, and processors of primary forest products with respect to the management of forest lands and the harvesting, marketing, and processing of forest products, and, where necessary to avoid uneconomic duplication of certain technical and training services, to make such services available to private agencies and persons. All such technical services shall be provided in each State, Territory, or possession in accordance with a plan agreed upon in advance between the Secretary and the State forester or equivalent official of the State, Territory, or possession. The provisions of this section and section 568d of this title and the plan agreed upon for each State, Territory, or possession shall be carried out in such manner as to encourage the utilization of private agencies and individuals furnishing services of the type described in this section.】

The Secretary of Agriculture is hereby authorized to cooperate with State foresters or appropriate officials of the several States, Territories, and possessions for the purpose of encouraging the States, Territories, and possessions to provide technical services to private landowners, forest operators, wood processors, and public agencies, with respect to the multiple-use management and environmental protection and improvement of forest lands, the harvesting, marketing, and processing of forest products, and the protection, improvement, and establishment of trees and shrubs in urban areas, communities, and open spaces. All such technical services shall be provided in each State, Territory, or possession in accordance with a plan agreed upon in advance between the Secretary and the State forester or appropriate official of the State, Territory, or possession. The provisions of this Act and the plan agreed upon for each State, Territory, or possession shall be carried out in such manner as to encourage the utilization of private agencies and individuals furnishing services of the type described in this section."

16 U.S.C. 568d. Same; appropriations; apportionment; Congressional intent.

There is authorized to be appropriated annually, to enable the Secretary to carry out the provisions of this section and section 568c of this title, the sum of **[\$5,000,000] \$20,000,000**. Apportionment among the participating States, administrative expenses in connection with cooperative action with such States, and the amount to be expended by the Secretary to make technical services available to private persons and agencies, shall be determined by the Secretary after consultation with a national advisory board of not less than five State foresters or equivalent officials selected by a majority of the State foresters or equivalent officials of all States, Territories, or possessions participating in the program. The amount paid by the Federal Government to any State, Territory, or possession for cooperative action in the State, Territory, or possession shall not exceed during any fiscal year the amount expended by the cooperating State, Territory, or possession for the same purpose during the same fiscal year, and the Secretary of Agriculture is authorized to make such expenditures on the certificate of the appropriate official of the State, Territory, or possession having charge of the cooperative work for the State, Territory, or possession that the expenditures as herein provided have been made: *Provided*, That it is the intent of Congress that the Secretary may continue to cooperate with persons and private agencies in furnishing technical forestry services under existing authority.

The Act of June 7, 1924 (16 U.S.C. 564, 565 and 566)

§ 1 (16 U.S.C. 564). Cooperation by Secretary of Agriculture with State officials as to recommendations of systems of forest fire prevention and suppression.

The Secretary of Agriculture is authorized and directed, in cooperation with appropriate officials of the various States or other suitable agencies, to recommend for each forest region of the United States such systems of forest-fire prevention and suppression as will adequately protect the timbered and cutover lands therein with a view to the protection of forest and water resources and the continuous production of timber on lands chiefly suitable therefor.

§ 2 (16 U.S.C. 565). Cooperation by Secretary of Agriculture with State officials in protection of timbered and forest-producing lands from fire; limitation on amount of expenditures by United States.

If the Secretary of Agriculture shall find that the system and practice of forest-fire prevention and suppression provided by any State substantially promotes the objects described in section 564 of this title, he is authorized and directed, under such conditions as he may determine to be fair and equitable in each State, to cooperate with appropriate officials of each State, and through them with private and other agencies therein, in the protection of timbered and forest-producing lands from fire. In no case other than for preliminary investigation shall the amount expended by the Federal Government in any State during any fiscal year, under this section exceed the amount expended by the State for the same purpose during the same fiscal year, including the expenditures of forest owners or operators which are required by State law or which are made in pursuance of the forest-protection system of the State under State supervision, and the Secretary of Agriculture is authorized to make expenditures on the certificate of the State forester, the State director of extension, or similar State official having charge of the cooperative work for the State, that State and private expenditures as provided for in this section have been made. In the cooperation extended to the several States due consideration shall be given to the protection of watersheds of navigable streams, but such cooperation may, in the discretion of the Secretary of Agriculture, be extended to any timbered or forest-producing lands or watersheds from which water is secured for domestic use or irrigation within the cooperative States.

§ 3 (16 U.S.C. 566). Expenditure by Secretary of Agriculture for study of effects of tax laws, and so forth, upon forest perpetuation, and so forth; appropriation.

The Secretary of Agriculture shall expend such portions of the appropriations authorized herein as he deems advisable to study the effects of tax laws, methods, and practices upon forest perpetuation, to cooperate with appropriate officials of the various States or other suitable agencies in such investigations and in devising tax laws designed to encourage the conservation and growing of timber, and to investigate and promote practical methods of insuring standing timber on growing forests from losses by fire. [There is authorized to be appropriated annually, out of any money in the Treasury not otherwise appropriated, not more than \$9,000,000 to enable the Secretary of Agriculture to carry out the provisions of this section and sections 564 and 565 of this title: *Provided*, That the appropriation under this authorization shall not exceed \$6,300,000 for the fiscal year ending June 30, 1945, \$7,300,000 for the fiscal year ending June 30, 1946, and \$8,300,000 for the fiscal year ending June 30, 1947.] *There is authorized to be appropriated annually not more than \$40,000,000 to enable the Secretary of Agriculture to carry out the provisions of sections 1, 2, and 3 of this Act.*

Section 1 of the Act of October 26, 1949

(16 U.S.C. 566a). Annual appropriations for carrying out sections 564, 565, and 566.

【There is authorized to be appropriated annually not more than \$20,000,000 to enable the Secretary of Agriculture to carry out the provisions of sections 564, 565, and 566 of this title: *Provided*, That the appropriation under this authorization shall not exceed \$11,000,000 for the fiscal year ending June 30, 1950; \$13,000,000 for the fiscal year ending June 30, 1951; \$15,000,000 for the fiscal year ending June 30, 1952; \$17,000,000 for the fiscal year ending June 30, 1953; and \$19,000,000 for the fiscal year ending June 30, 1954.】

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Section 1 of the Act of October 26, 1919

(16 U.S.C. 556a.) Annual appropriations for carrying out sections 554, 555, and 556.

There is authorized to be appropriated annually not more than \$20,000,000 to enable the Secretary of Agriculture carry out the provisions of sections 554, 555, and 556 of the title. Not less than \$1,000,000 appropriation and the appropriation shall not exceed \$1,000,000 for the fiscal year ending June 30, 1920; \$1,500,000 for the fiscal year ending June 30, 1921; \$1,750,000 for the fiscal year ending June 30, 1922; \$1,750,000 for the fiscal year ending June 30, 1923; and \$1,750,000 for the fiscal year ending June 30, 1924.



